



City of NORFOLK

C: Dir., Department of Planning and Community Development

To the Honorable Council
City of Norfolk, Virginia

February 25, 2014

From: George M. Homewood, AICP CFM, Acting Planning Director

Subject: **130 Brooke Avenue—Union Mission Building, Appeal of COA**

Reviewed: Ronald H. Williams, Jr., Assistant City Manager
Ward/Superward: 2/6

Approved: 
Marcus D. Jones, City Manager

Item Number: R-9

- I. **Commission Action:** By a vote of **5 to 2**, the Planning Commission granted final approval of the application as submitted with the following conditions:
 - Use wood windows per the *Guidelines*;
 - Rebuild the pergola between the two towers facing Brooke Avenue.
- II. **Request:** Appeal of the Certificate of Appropriateness (COA) granted for the renovation of the Union Mission building in order to remove the requirement to reconstruct the pergola feature.
- III. **Applicant:** Frank T. Gadams, 120 Brooke LLC
- IV. **Description**

This building was originally designed and built (in 1909) with the pergola above the second floor mezzanine between the two towers facing Brooke Avenue. For the first thirty (30) years the pergola remained intact, from 1939 through 1941 remnants of the brick columns were documented, but by 1943 it had been completely removed. Thus, for most of the building's existence, the pergola feature has not been in place.

Staff point of contact: Susan M. McBride at 823-1451, susan.mcbride@norfolk.gov

Attachments:

- Images from postcards and photos of the YMCA building
- Appeal request letter
- Summary from City Attorney
- Ordinances

Form and Correctness Approved:

By 
Office of the City Attorney

Contents Approved:

By 
DEPT.

NORFOLK, VIRGINIA

ORDINANCE No.

AN ORDINANCE TO GRANT A CERTIFICATE OF APPROPRIATENESS
FOR CERTAIN EXTERNAL ALTERATIONS TO AN HISTORIC BUILDING
LOCATED AT 130 BROOKE AVENUE.

- - -

BE IT ORDAINED by the Council of the City of Norfolk:

Section 1:- That a certificate of appropriateness is hereby granted so as to permit the external alteration of the historic building located at 130 Brooke Avenue and formerly known as the Union Mission, subject to the following conditions:

- (a) The external alterations shall be limited so as to conform in size, shape, color, design, location, and all other respects to the diagrams, photographs, and other materials included in the application for this certificate of appropriateness.
- (b) Any windows that are replaced as part of the rehabilitation project shall only be replaced with wood windows.

Section 2:- That this approval is based specifically on consideration of the following aspects of this property:

- (a) The exterior architectural features, including all signs, which are subject to the public view from a public street, way or place.
- (b) The general design, arrangement, texture, materials, colors, and fenestration of the proposed building or structure and the relation of such factors to similar features of buildings or structures in the immediate vicinity.
- (c) The extent to which the building or structure would be harmonious with or architecturally incompatible with the

basic character of the Historic and Cultural Conservation District.

- (d) The extent to which the building or structure will promote the general welfare of the city and all citizens by the preservation and protection of historic places and areas of historic interest in the city.

Section 3:- That this ordinance shall be in effect from the date of its adoption.



Naval Y. M. C. A. at Night, Norfolk



Naval Y. M. C. A., Norfolk

Opening 1909

1910



1910

U. S. A., Norfolk, Va.—5



1920



1939



1941



Completely down by 1943

120 BROOKE, LLC

February 13, 2014

George Homewood
Acting Director – Planning Department

RE: Planning Commission – 130 Brooke Avenue – Union Mission

Mr. Homewood,

We regards to Planning Commission's ruling today regarding the above referenced project; we hereby formally request to appeal the commission's ruling requiring the pergola be rebuilt.

The NDRC recommendation to rebuild the pergola was taken into consideration, as requested, though after thorough review we determined the pergola is not in our vision for the project.

Should you have any questions please feel free to contact me at 757-627-9873 x102.

Respectfully,



Frank T. Gadams
Manager
120 Brooke, LLC

PO BOX 11659
OFFICE: (757) 627-9873

NORFOLK, VA 23517
FAX: (757) 627-9875



NORFOLK

Inter Department Correspondence

TO: Members of the City Council

FROM: Adam Melita, Deputy City Attorney

COPIES TO: Marcus Jones, City Manager; Bernard Pishko, City Attorney; Breck Daughtrey, City Clerk; George Homewood, Acting Director of Planning

SUBJECT: Certificate of Appropriateness at 130 Brooke Avenue

February 20, 2014

The attached documentation chronicles the consideration of an application for a certificate of appropriateness (COA) for the rehabilitation of the former Union Mission building located at 130 Brooke Avenue and is provided to you as background related to the appeal scheduled to appear on an upcoming docket of the City Council.

A COA is required because the property is located in the Downtown Historic Overlay district. ZONING ORDINANCE § 11-4.5. An application for a COA is first considered by the Design Review Committee (DRC), which makes a recommendation to the City Planning Commission (CPC). ZONING ORDINANCE § 9-0.4(g). The CPC also considers the application and renders a final decision. ZONING ORDINANCE § 9-0.4(i). A dissatisfied applicant has the right to appeal the decision to the City Council. ZONING ORDINANCE § 9-0.4(m).

The current COA application is not the first to propose exterior alterations to the historic Union Mission building. In 2012 the previous owner of the property requested approval for a rehabilitation project intended to convert it to apartments. That proposal included the restoration and reconstruction of a masonry and timber pergola that had been located above the mezzanine along the front of the building

but which had been removed some years ago. (A historic photograph showing the original pergola can be found on page 5 of the staff report attached as part of this packet.) On September 13, 2012, the City Planning Commission approved a COA for that project, including the reconstructed pergola.

On July 1, 2013, before any of the approved renovations were commenced, the property changed hands. Now, the property is being redeveloped by 120 Brooke, LLC, represented and managed by Frank T. Gadams. In its application for a COA, the new owner presented a new proposal for renovating the building and converting it to apartments. This proposal did not include the restoration and reconstruction of the pergola.

On February 10, 2014, the DRC evaluated the application and recommended to the Planning Commission that a COA authorizing the renovation be approved preliminarily, provided that the applicant comply with two conditions:

- (1) Only wood windows be used on the project, and
- (2) The pergola be reconstructed and located where it had appeared historically.

On February 13, 2014, the CPC reviewed the application. The applicant presented its request for a COA without including the pergola. (The applicant agreed with the condition that only wood windows be used on the project, as the DRC had recommended.) The applicant stated that a cost estimate provided by a contractor who had submitted one of the bids on the prior owner's proposal put the price of rebuilding the pergola at around \$200,000. The applicant also asserted that the courtyard area where the pergola was once located was not being designed to be accessible to all of the building's residents. To enhance that area by adding the pergola and making it an amenity for all residents would require reconfiguring the floor plan and adding an additional corridor, resulting in the elimination of one of the planned dwelling units.

After reviewing the application and hearing from the representatives of the applicant, the Planning Commission voted, 5-2, to approve the COA subject to the two conditions recommended by the DRC, one of which was to replace the pergola. The applicant filed this appeal later that same day.

On appeal, the applicant asks that the COA be approved without any requirement to reconstruct the pergola, stating that that feature is “not in our vision for the project.” In considering this appeal, the City Council must reconsider the COA application. The criteria for review require consideration of the following:

- (1) The exterior architectural features, including all signs, which are subject to the public view from a public street, way or place.
- (2) The general design, arrangement, texture, materials, colors, and fenestration of the proposed building or structure and the relation of such factors to similar features of buildings or structures in the immediate vicinity.
- (3) The extent to which the building or structure would be harmonious with or architecturally incompatible with the basic character of the Historic and Cultural Conservation District.
- (4) The extent to which the building or structure will promote the general welfare of the city and all citizens by the preservation and protection of historic places and areas of historic interest in the city.

ZONING ORDINANCE § 9-0.4(h).

Copies of the documents related to this application and appeal are attached, including, in order:

- Certificate of Appropriateness Staff Report - application for downtown certificate of appropriateness for “130 Brooke Avenue”, dated Feb. 10, 2014 (5 pages)
- Application for Design Review – Union Mission Renovation (2 pages)
- Photograph – “Existing conditions from overhead” (1 page)
- Photograph – “Union Mission and Annex from Southeast” (1 page)
- Photograph – “Union Mission and Annex from Southwest” (1 page)
- Photograph – “Existing Parking Lot from Northwest” (1 page)
- Photograph – “Adjacent residential building” (1 page)
- Photograph – “Nearby residential building” (1 page)
- Site and Ground Floor Plan (1 page)
- Union Mission Basement Floor Plan (1 page)

- First Floor Plan (1 page)
- Second Floor Plan (1 page)
- Third Floor Plan (1 page)
- Fourth Floor Plan (1 page)
- Fifth Floor Plan (1 page)
- Sixth Floor Plan (1 page)
- South Elevation (1 page)
- West Elevation (1 page)
- North Elevation (1 page)
- East Elevation (1 page)
- South Bay Elevation (1 page)
- North Bay Elevation (1 page)
- Letter of Appeal from 120 Brooke, LLC, dated Feb. 13, 2014 (1 page)



Adam D. Melita
Deputy City Attorney

Attachments



City of NORFOLK

**To: Norfolk Design Review Committee
City of Norfolk, Virginia**

February 10, 2014

From: Susan M. McBride, Senior Planner

Subject: Certificate of appropriateness for the renovation of the Union Mission Building.

Reviewed: Leonard M. Newcomb III,
Land Use Services Manager

Ward/Superward: 2/6

Approved:

George M. Homewood, AICP
Acting Planning Director

Certificate of Appropriateness Staff Report

- I. **Property Address:** 130 Brooke Avenue
- II. **Applicant Information:** #14-02
Applicant: Paul Keller, Tymoff + Moss Architects

- III. **Historic District Information**
Historic District: Downtown Historic Overlay
Date of Structure: 1908
Period of Significance: 1872-1949
Contribution/noncontributing: Contributing
Architectural style of building: Beaux Arts

Significant elements of building: This is a six story brick building with terracotta trim on a raised basement. This is a U-shaped building above the second floor. The entrance section is notable for the three half-round arches that are topped off with scroll keystones. A balustrade runs along the roofline of the center section above the front entrance. The three-bay end pavilions are symmetrical. The center bay of each pavilion is emphasized with terracotta block which connect the third through fifth floor windows. Each window has a keystone and the vertical row is crowned by a broken pediment supported by heavy consoles. A belt course surround the U-shaped portion of the building between the fifth and sixth floors and a cornice encircles the building between the sixth floor and the parapeted roofline. The windows are wood sash but the decorative elements in the window openings are cast iron.

- IV. Building Application:** The applicant would like final approval for a Certificate of Appropriateness for the exterior renovations.
- V. Project Description:** At the January 23, 2014 City Planning Commission meeting the applicant was given preliminary approval for the application as submitted with the following condition: *An original pergola feature is reconstructed on the mezzanine roof of the 130 Brooke Avenue building.*

The applicant will be seeking tax credits and will attempt to request the removal of as much of the surface mounted fire escapes as the reviewers will allow. They will clean the building and restore the windows. They would like to replace the non-original windows on either side of the entrance with wood clad aluminum units to match the original style. Install glass in the basement window openings that are boarded. The entrance door will be replaced with a new glass entrance door. The applicant would like to replace the sliding windows and two doors in the later addition on the second floor above the front entrance with French doors. They are also proposing to add two flagpoles to the roof but have not included information for this application. One set of windows on the west elevation will be replaced to match the existing style, material and color of the original windows. The north elevation has eight 1/1 double-hung wood windows being added; a new door; a cooling door and two banks of meters that are proposed to be recessed into the wall. The east elevation will have a new door for the emergency exit; three new 1/1 double-hung wood windows; and a new stairwell enclosure that cannot be seen from the public right-of-way.

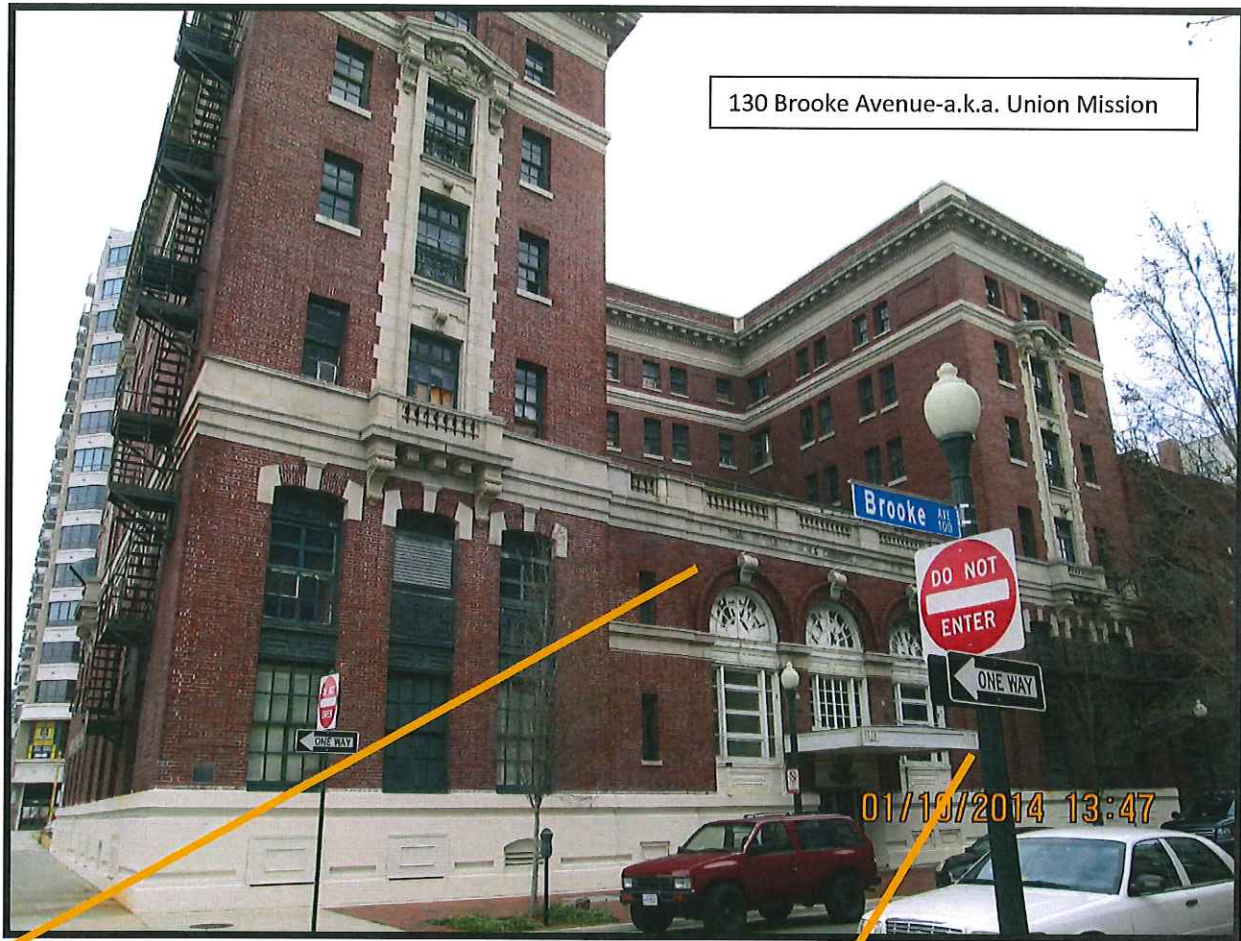
NOTE: The applicant does not want to reconstruct the pergola feature.

VI. Norfolk Design Guidelines:

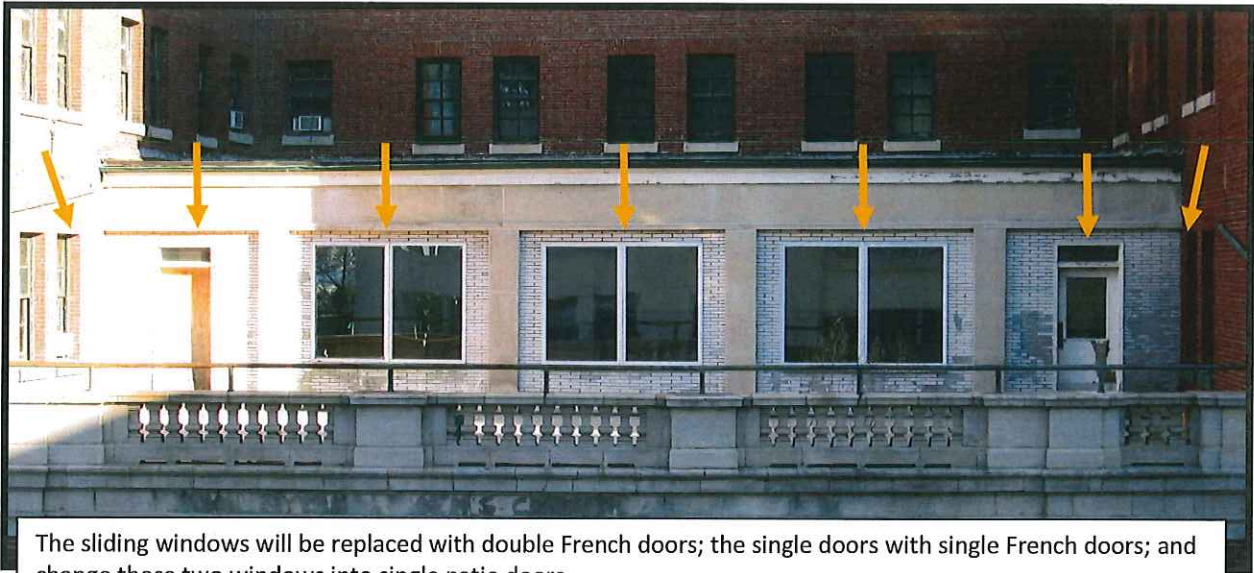
Feature or material affected by proposal	Reference to Guidelines
2:3 Exterior Walls & Trim	Pages 47-48: #1,2,3 & 4
2:4 Windows & Doors	Pages 53-54: #1, 2,3,4,5,6,10 & 14
2:5 Porches, balconies & entrances	Pages 55-56: #1,2,3 & 5

- VII. Recommendation:** The cleaning, repair, restoration, addition of windows, door and window replacement meets the *City of Norfolk Historic District Guidelines* with the following condition: the windows on either side of the entrance be replaced with all wood units. However, without the pergola feature on which preliminary approval was conditioned staff is unable to recommend approval.

130 Brooke Avenue-a.k.a. Union Mission



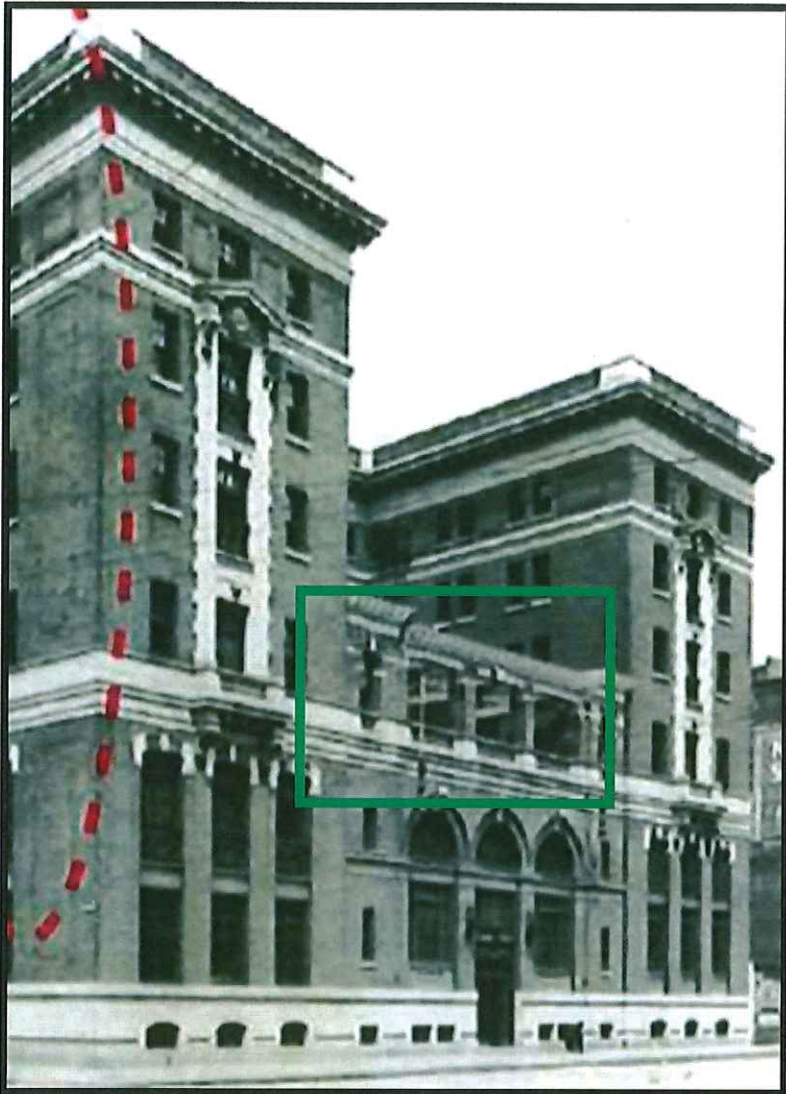
The two windows highlighted in yellow are not original and the applicant would like to replace them with wood, aluminum clad to match the original style



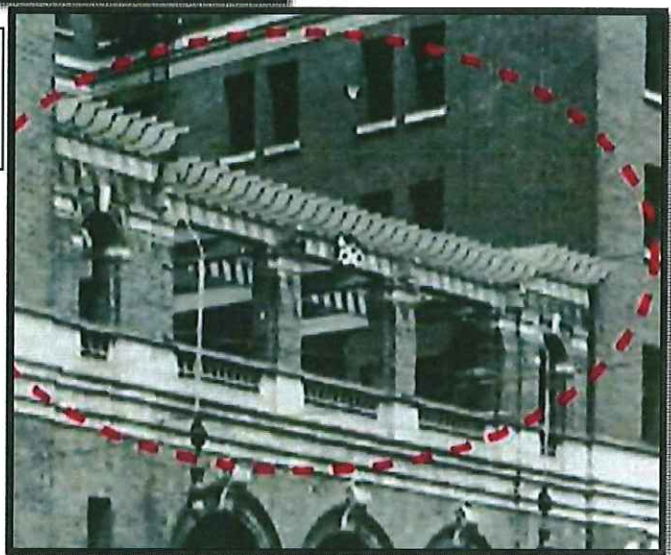
The sliding windows will be replaced with double French doors; the single doors with single French doors; and change these two windows into single patio doors



Rear elevation



The original pergola feature is reconstructed on the mezzanine roof of 130 Brooke Avenue





N O R F O L K

APPLICATION FOR DESIGN REVIEW

Please return to:

Department of Planning and Community Development

508 City Hall Building

Norfolk, Virginia 23510

PHONE: (757) 823-1451 FAX: (757) 441-1569

EMAIL: susannah.winstead@norfolk.gov

**Please review the Norfolk Design Review Process prior to application.
It is required to consult with the Historic Preservation Officer prior to submission.
Please submit 16 copies of the application form and all supplemental materials.**

Incomplete applications will not be accepted and put on an agenda.

I. APPLICATION INFORMATION

DATE RECEIVED

Project Name: Union Mission Renovation

Project Address: 130 Brooke Avenue

Brief Project Description:

The proposed project is for the renovation of the Union Mission Building into rental properties.

The renovation of the Union Mission and Annex Building will conform with DHR requirements in order to obtain tax credits. Exterior work will be limited to removing as much of the existing surface-mounted exterior fire escapes as allowed, extension of an existing fire stair to the uppermost floor, and general cleaning/repair (including reconditioning of existing windows in accordance with DHR).

Please check as applicable:

☐ Public Project ☒ Private Project ☐ Encroachment

☐ Single-Family or Duplex ☒ Multi-family or Commercial ☐ Institution or Public Facility

Type of Review:

☐ Discussion Review ☒ Preliminary Review ☐ Final Review

Certificate of Appropriateness:

☒ Downtown ☐ Ghent ☐ East Freemason ☐ West Freemason

II. APPLICANT INFORMATION

Applicant Name: Paul Keller

Applicant Address: 512 Boetourt St, Norfolk, VA 23510

Phone: 627-0013 Fax: 627-0327 E-mail: paul@tmarchitects.com

Property Owner Name (if different): Craig Burns, 120 Brooke LLC

Property Owner Address: PO BPX 11659, Norfolk, VA 23517

Phone: 627-9873x107 Fax: 627-9875 E-mail: cburns@marathondevelopme

III. APPLICATION CHECKLIST

Scope of Project:

- ☐ New Construction
- ☒ Exterior Renovation/ Alteration
- ☐ Demolition
- ☐ Addition
- ☐ Signage
- ☐ Fencing
- ☐ Driveway, Sidewalk, Parking
- ☐ Landscaping
- ☐ Re-roofing
- ☐ Other

Supplemental Information to include:

- ☒ Drawings and elevations drawn to scale with notes and specifications- floor plans to be included for new construction or if interior alterations affect exterior elevations
- ☒ List of materials if not designated on plans, or sample board as needed- including siding, roofing, trim, windows, doors, etc.
- ☒ Site plan drawn to scale showing landscaping, parking, lighting, fencing, etc. with notes and materials
- ☒ Photographs of subject property and surrounding area
- ☒ Photographs of building site for new construction
- ☐ Letter of permission from owner if applicant is not owner
- ☐ Any additional information as requested by staff or the Committee

Signature of Applicant

I hereby attest that the information I have provided is, to the best of my knowledge, correct.

Applicant Signature

Date

Existing conditions from overhead



Union Mission and Annex from Southeast



Union Mission and Annex from Southwest



Existing Parking Lot from Northwest



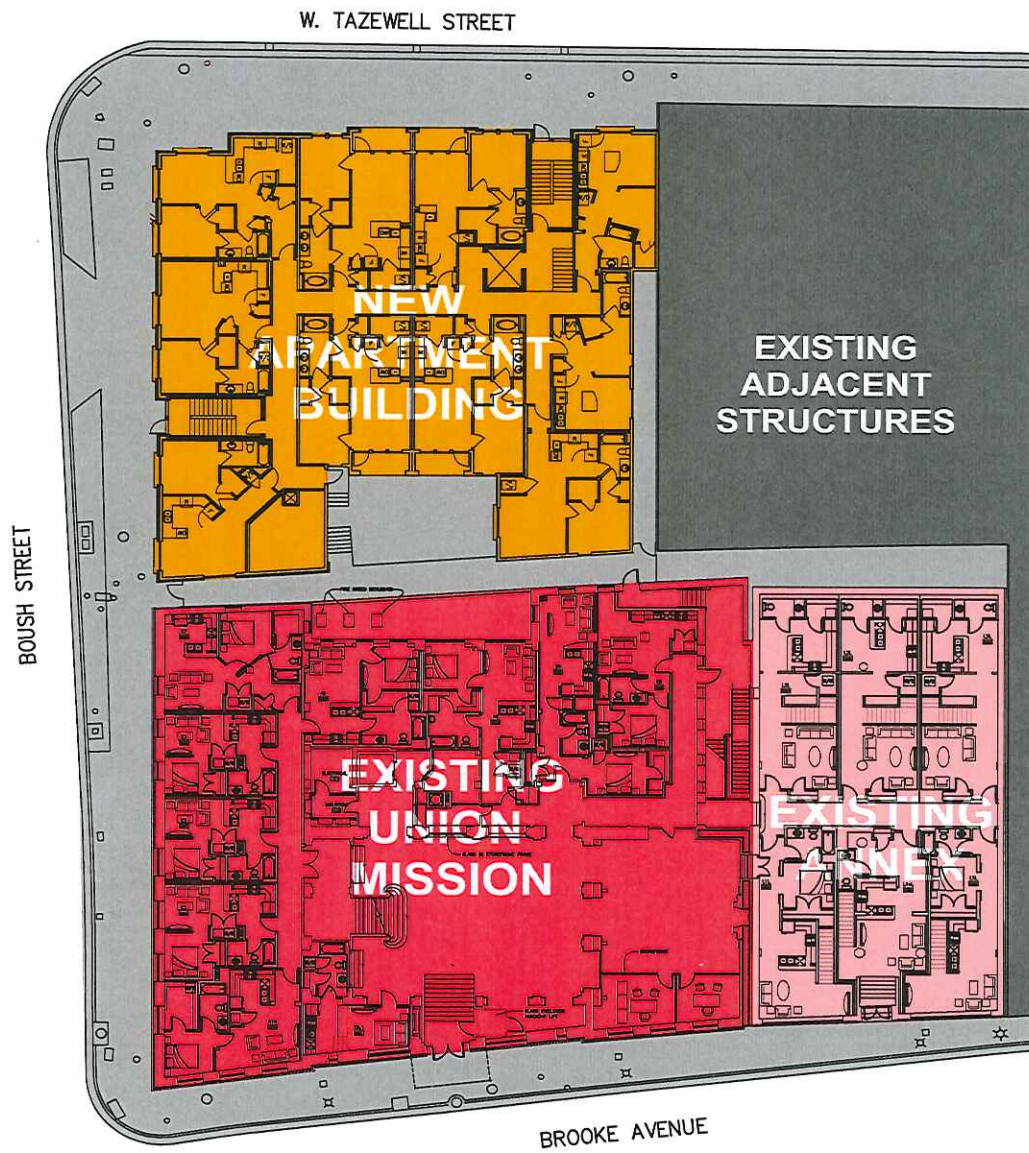
Adjacent residential building



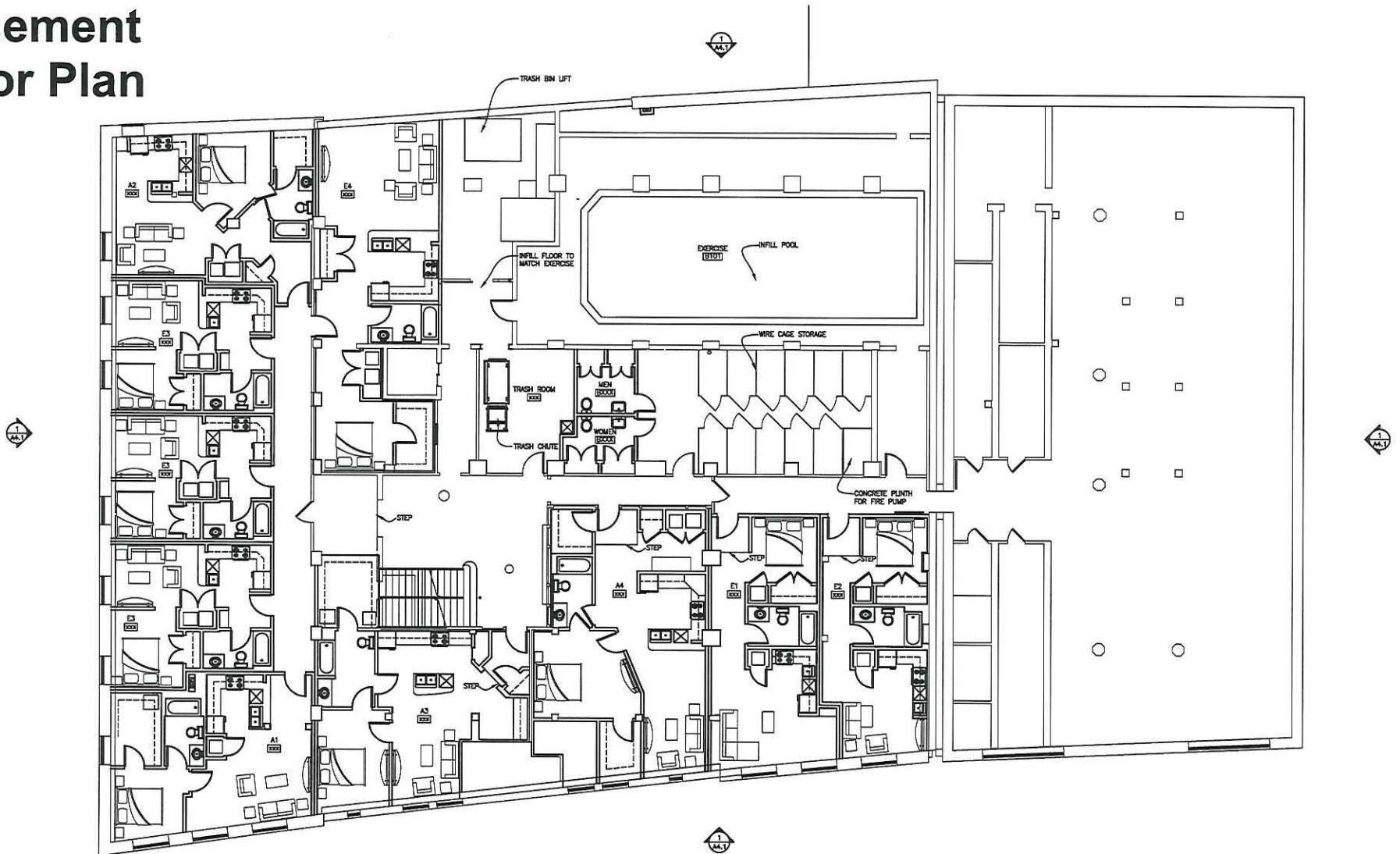
Nearby residential building



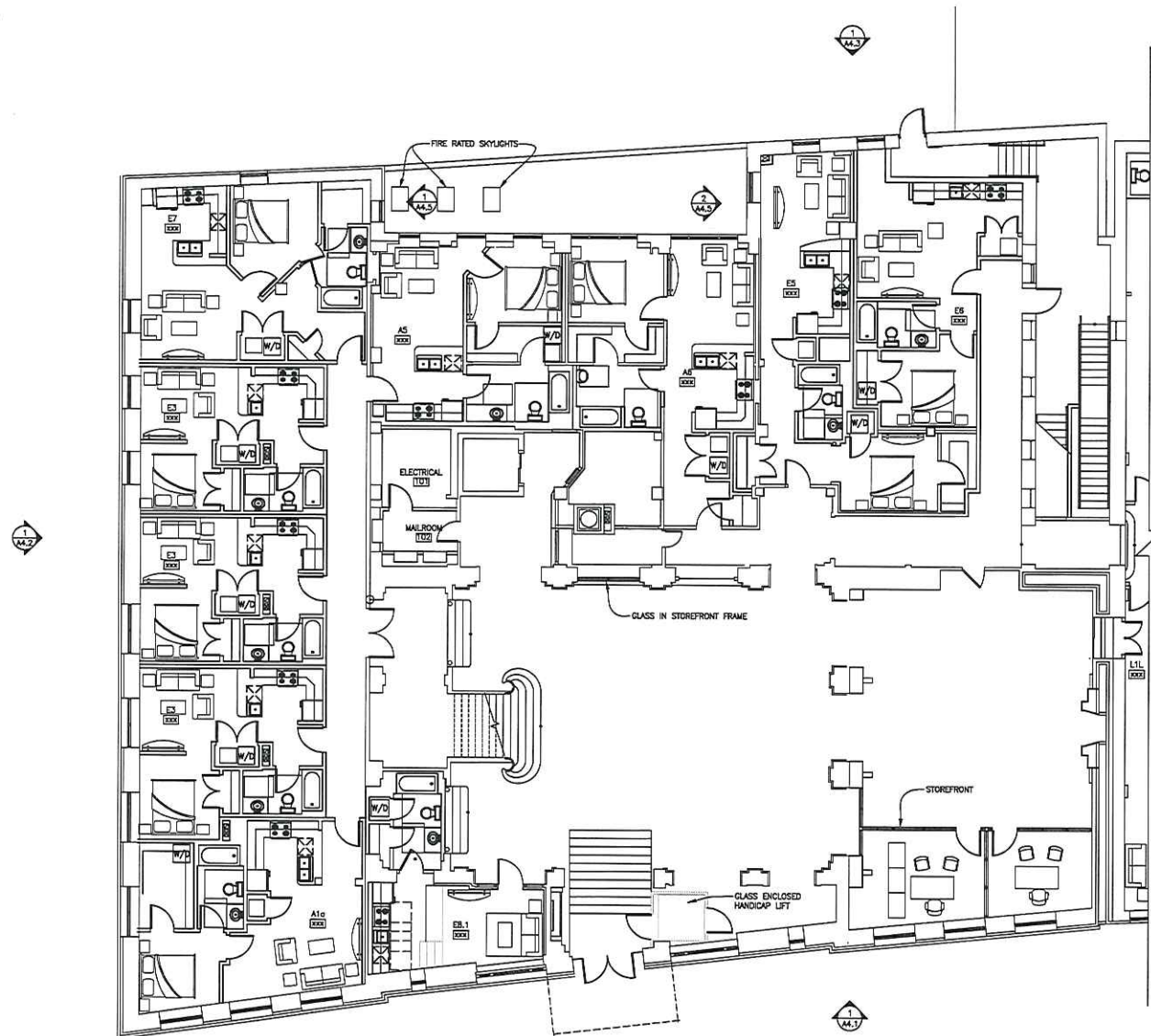
Site and Ground Floor Plan



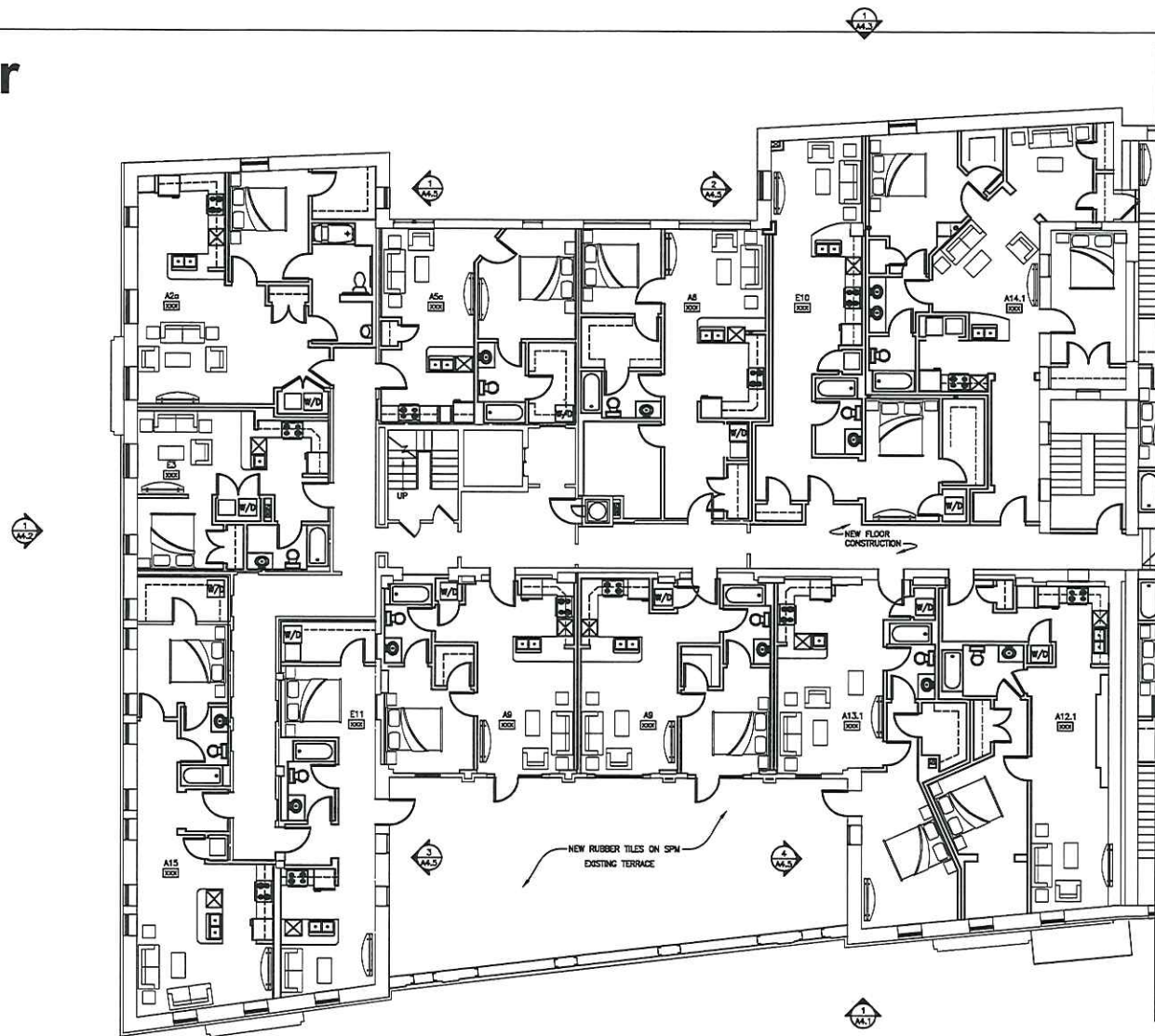
Union Misson Basement Floor Plan



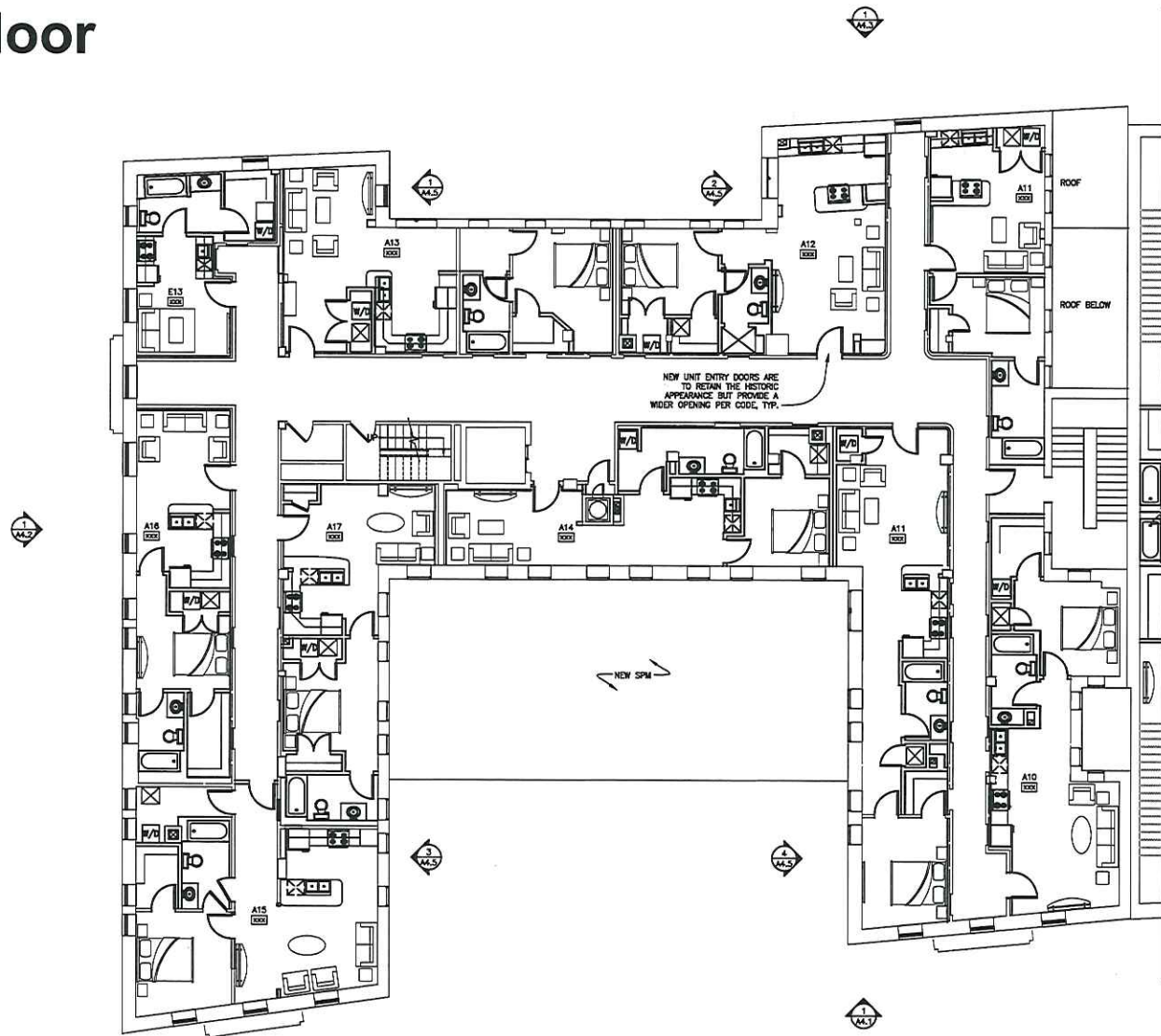
First Floor Plan



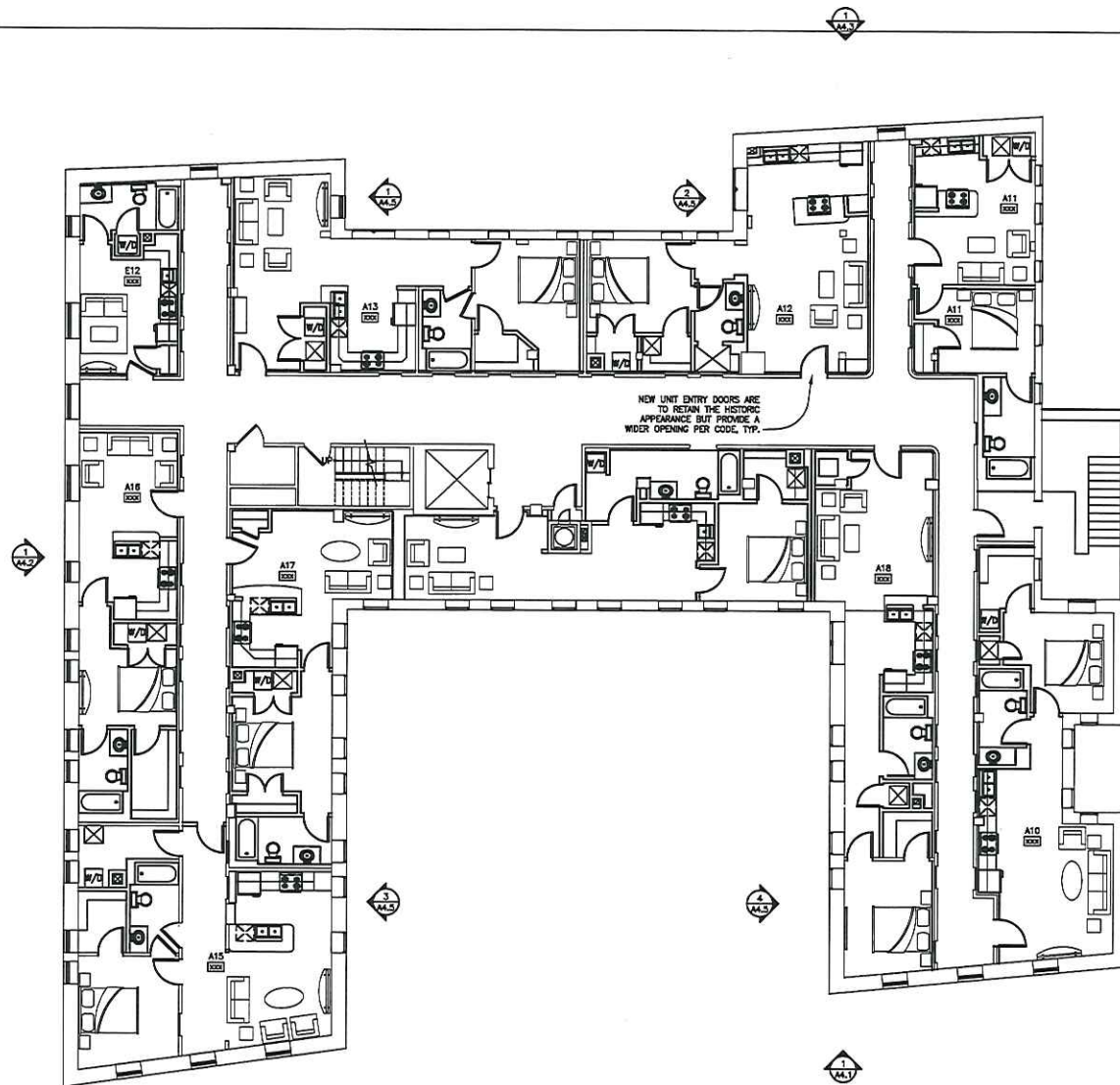
Third Floor Plan



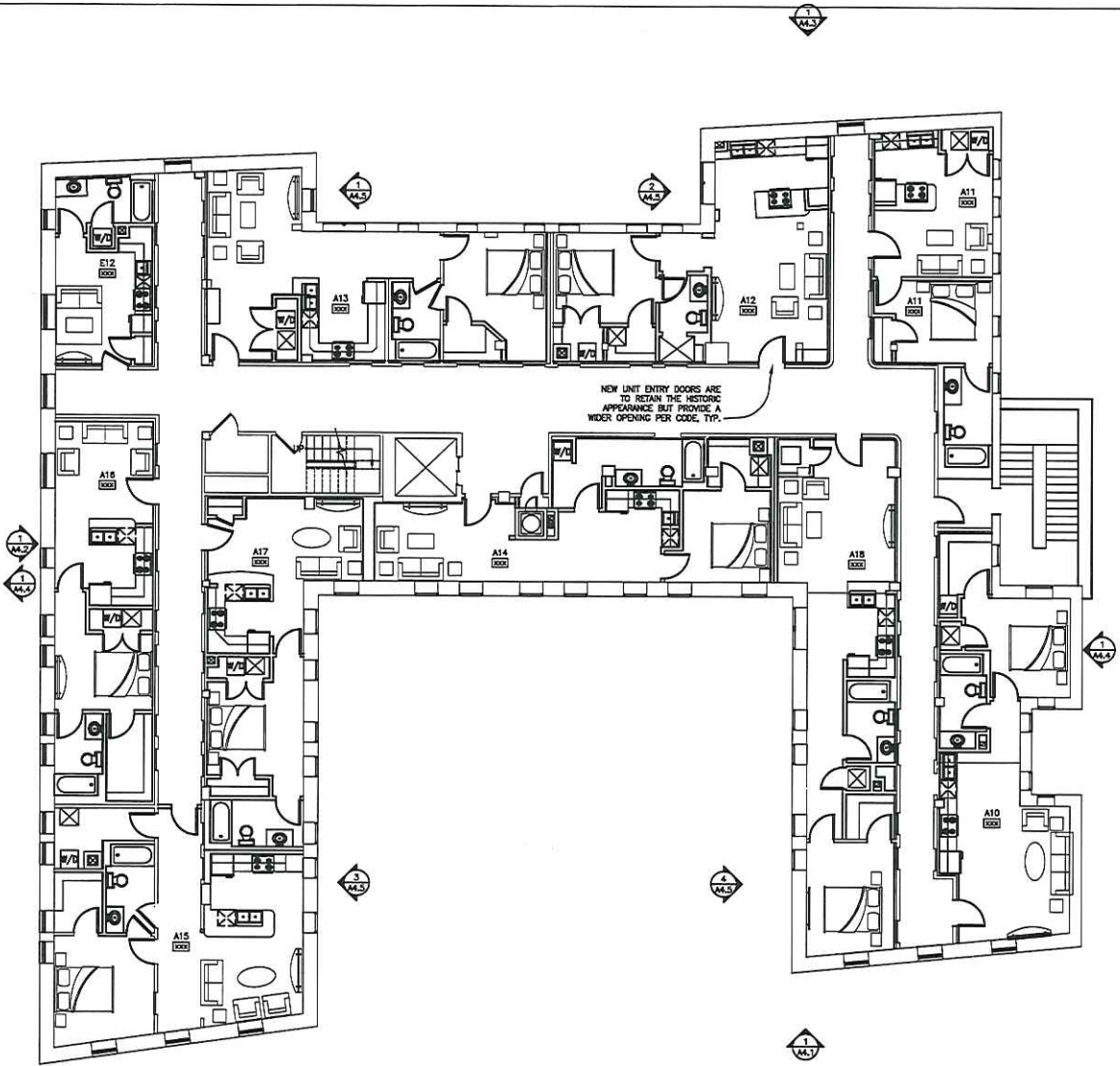
Fourth Floor Plan



Fifth Floor Plan



Sixth Floor Plan

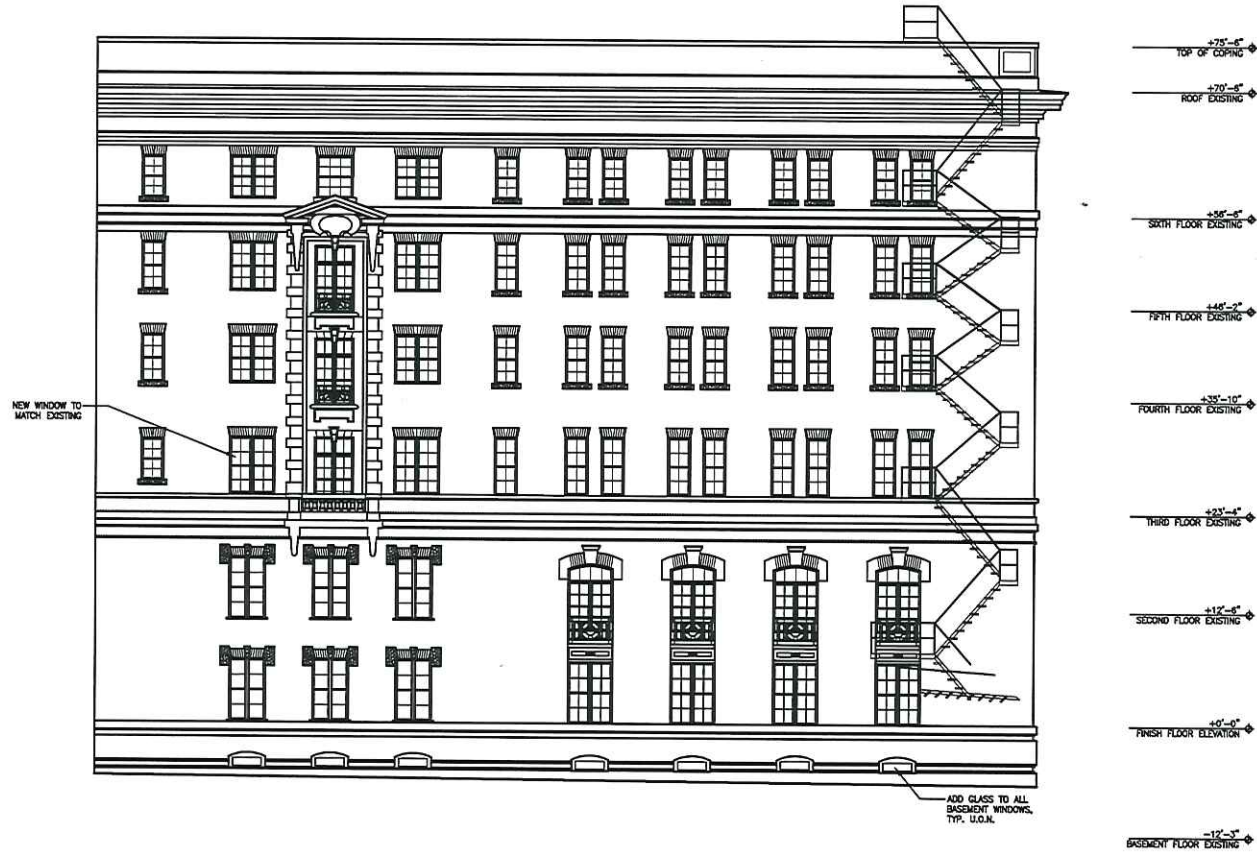


South Elevation

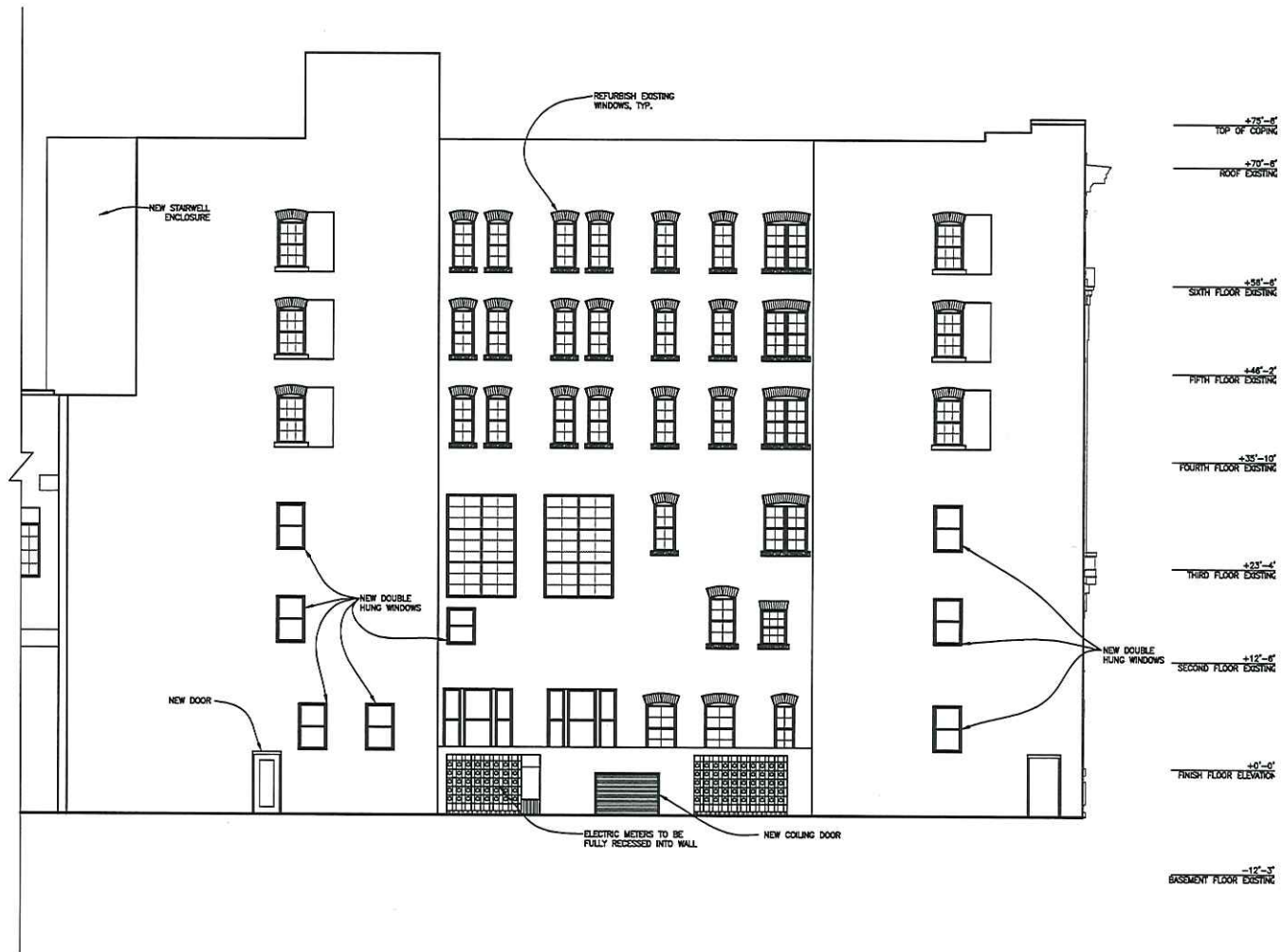
- ◆ +75'-5" TOP OF COPING
- ◆ +70'-5" ROOF EXISTING
- ◆ +55'-5" SIXTH FLOOR EXISTING
- ◆ +45'-2" FIFTH FLOOR EXISTING
- ◆ +35'-10" FOURTH FLOOR EXISTING
- ◆ +23'-4" THIRD FLOOR EXISTING
- ◆ +12'-5" SECOND FLOOR EXISTING
- ◆ +0'-0" FINISH FLOOR ELEVATION



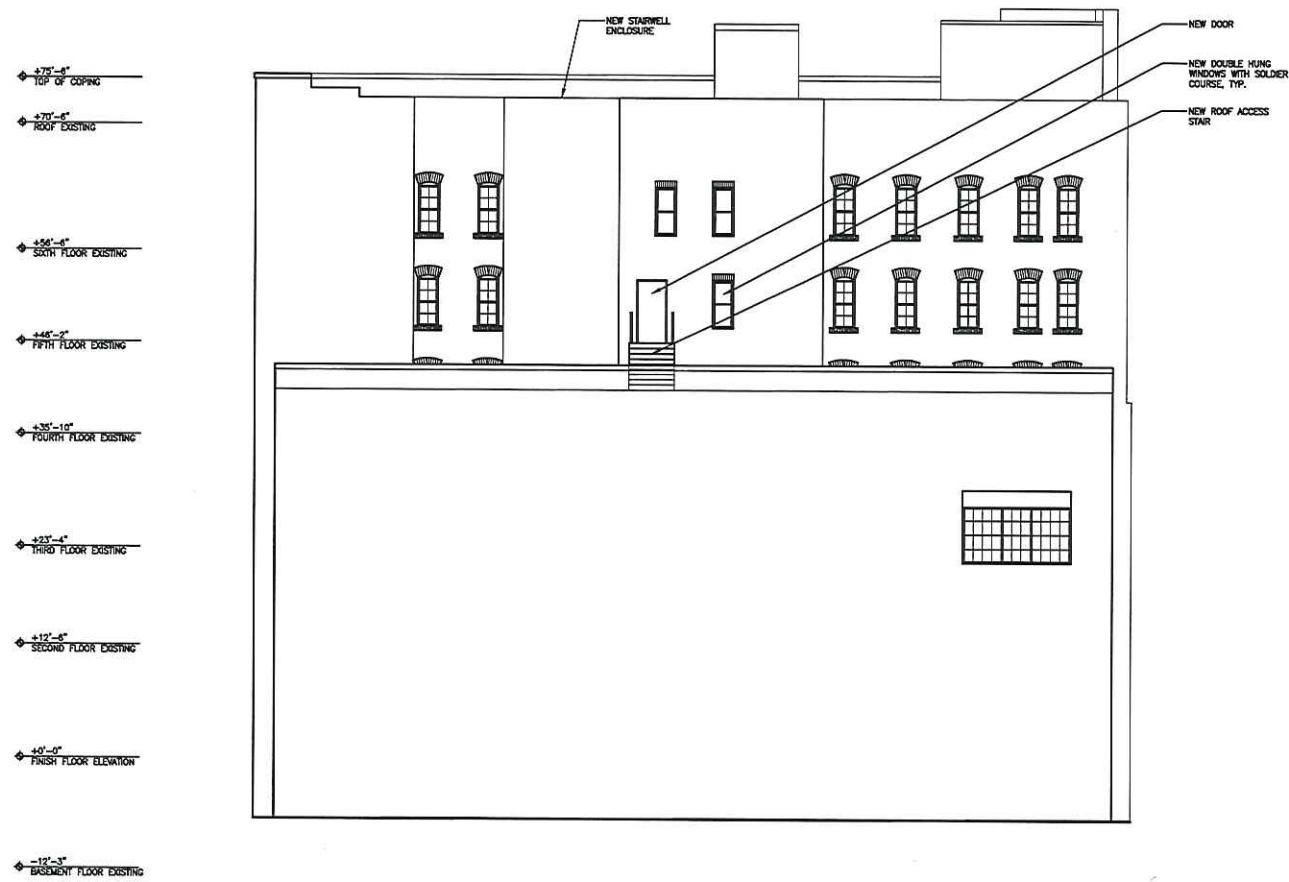
West Elevation



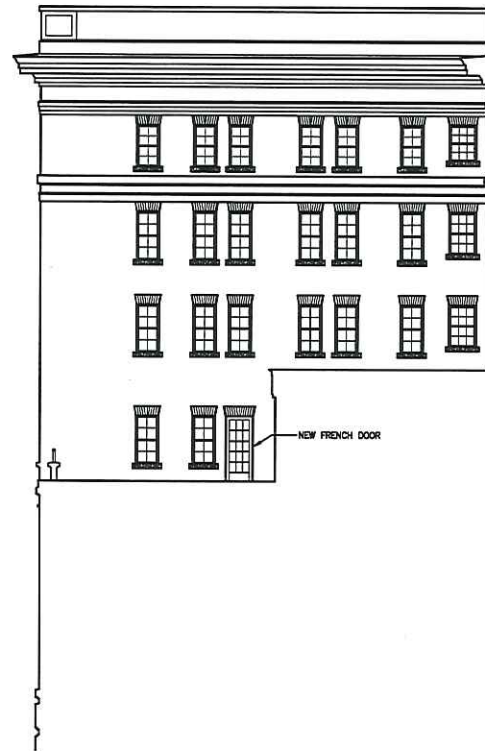
North Elevation



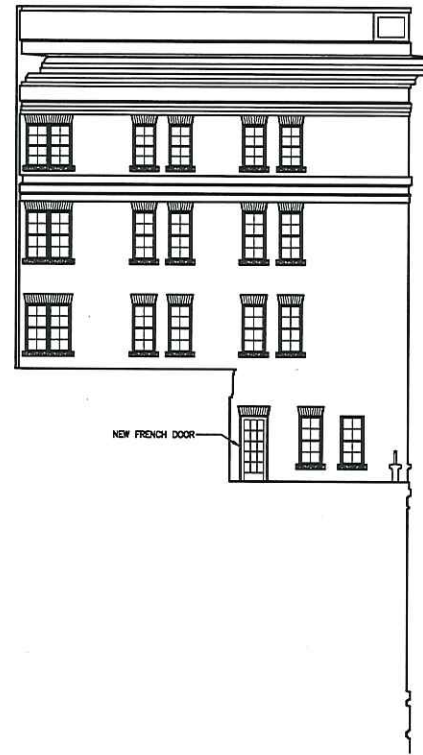
East Elevation



South Bay Elevation



WEST



EAST

+75'-0"	TOP OF CORNICE
+70'-0"	ROOF EXISTING
+55'-0"	SIXTH FLOOR EXISTING
+45'-0"	FIFTH FLOOR EXISTING
+35'-10"	FOURTH FLOOR EXISTING
+23'-0"	THIRD FLOOR EXISTING
+12'-0"	SECOND FLOOR EXISTING
+0'-0"	FINISH FLOOR EXISTING
-12'-0"	BASEMENT FLOOR EXISTING

North Bay Elevation

◆ +75'-6" TOP OF COPING

◆ +70'-6" ROOF EXISTING

◆ +56'-6" SIXTH FLOOR EXISTING

◆ +48'-2" FIFTH FLOOR EXISTING

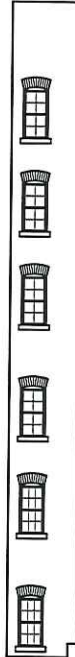
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◆ -12'-3" BASEMENT FLOOR EXISTING



WEST

◆ +75'-6" TOP OF COPING

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EAST

120 BROOKE, LLC

February 13, 2014

George Homewood
Acting Director – Planning Department

RE: Planning Commission – 130 Brooke Avenue – Union Mission

Mr. Homewood,

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The NDRC recommendation to rebuild the pergola was taken into consideration, as requested, though after thorough review we determined the pergola is not in our vision for the project.

Should you have any questions please feel free to contact me at 757-627-9873 x102.

Respectfully,



Frank T. Gadams
Manager
120 Brooke, LLC

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